

Montana

Statewide Communication Interoperability Plan (SCIP) Implementation Report

July 30, 2009



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SCIP Implementation Report

September 2008



OEC is required to report to Congress on progress on SCIP implementation and would like to highlight success stories and remaining challenges. In the table below, please highlight three to five SCIP Implementation success stories since your SCIP was approved in April 2008. In addition, please identify two to three challenges. Use as much space as needed to identify and describe the successes and challenges.

Please note that the information you submit on your successes and challenges will be made publicly available, unless this information is sensitive. If you wish to report on progress and/or challenges, but such information might be sensitive, please advise us so that we can consult with you on how it could be redacted from the public. Be advised that only the information contained in this table will be subject to being made available to the public.

Successes (3-5): Identify the success and describe why it is significant or important to overall state wide interoperability efforts.

- 1. Formalized a Fleetmapping and Standard Operation Procedures (SOP) training subcommittee and have had several workshops for both elements. The project is now working toward the common goal of a SOP template with standard elements for radio programming that all juris dictions will utilized. This is critical to the success of interoperability.
- 2. Interoperability Montana has entered into partnerships with Federal agencies. Department of Interior has a Memorandum of Understanding for use of Federal spectrum, Bureau of Land Management and sharing of communications sites, US Air Force has contributed to infrastructure build out and microwave connectivity between sites, Federal Bureau Investigations has contributed towards the microwave connectivity build out on several parts of the system. Federal partners are a key element to success with interoperability with federal agencies.
- 3. Montana will have about 35% of the new VHF trunked interoperable communications system online for use by the end of 2009. This milestone will enable first responders along Montana's 550 miles of international border to finally have a interoperable system that allows 12 counties and 4 tribe nations the ability to communicate effectively across the region.
- 4. Interoperability Montana has successfully managed to hire staffing to facilitate the projects build out and operational needs. This has proven to lower costs and provide a quicker turnaround of deployment to meet the goals of the project.
- 5. Sustainability of the state wide system has been a concern of the project. The Interoperability Montana has formalized a Outreach Plan to collect ideas and information from all of the 56 counties and the stakeholders within. This will be an aggressive program to include updates to where the project is currently at in the build out phase, what's needed to complete the build out, what resources are needed to maintain the system and where should the funding needed come from. All of the information that will be collected will be put into a formal report to be presented to the Interoperability Montana Project Directors Board for their recommendations on what request will be made to our States Legislature.

Challenges (2-3): Identify the challenge and describe how it has/will make SCIP implementation difficult.

1. Montana is the fourth largest state in the nation with 145,000 plus square miles to cover with land mobile communications has presented a real challenge to Public Safety First Responders with very limited funding resources. The current formulas used in most of the grant processes penalize states like Montana with these large geographical areas and low populations. The size or population of a state does not change the need for interoperable communications for Public Safety.
2. The changes that have occurred with the grant processes and approval to spend the funds. The time delays it takes to get the environmental documents (NEPA) approved has delayed construction of critical infrastructure. Montana has a very short construction season due to the elevation of our communications sites. Some as short as 2 months from the time the snow melts to when it returns.
3. VHF frequencies continue to be a challenge for the project. The number of sites and the channel capacity needed for each has been problematic. The project continues to seek partnerships in this
area of need.

Overview of the State and its interoperability challenges

Montana is comprised of 145,552 square miles making it the fourth largest State in the Nation; however, it has a population of 944,632, ranking it the 44th most populous State in the Nation. Its geography can be divided in two general areas: the Great Plains and the Rocky Mountain Region. Large amounts of rural areas, varying topography, and a 500-mile international boarder with Canada create interoperability challenges such as radio coverage and spectrum management. The State is located on the fourth most seismic region in the Nation and is susceptible to earthquakes, forest fires, droughts, and floods.

The Great Plains are comprised of high, gently rolling land interrupted by hills and wide river valleys, including the Yellowstone and Missouri Rivers. The Rocky Mountain Region contains flat, grassy valleys and mountains that are covered with snow for eight to ten months of the year. Montana's Rocky Mountains are known for their clear, cold lakes and active glaciers that are located in the higher altitudes.

Politically, the State is comprised of seven Indian Nations, 56 counties, and 129 municipalities. A large majority of the municipalities contain less then 1,000 residents and only seven cities have a population of more than 10,000. Montana's critical infrastructure includes two national parks; 1,225 miles of interstate highways; major waterways that drain into the Gulf of Mexico, the Hudson Bay, and the Pacific Ocean; 200 nuclear missile sites; a level-four biological facility; and 14 Superfund sites.

Vision and Mission

Overview of the interoperable communications vision and mission of the State

The Montana Statewide Communication Interoperability Plan (SCIP) has a timeframe of seven years (2007 - 2014).

SCIP Mission: To create a Montana-wide, State of the Art, Public Safety Voice and Data Interoperability Communications System.

SCIP Vision: A Seamless Communications System.

During the most recent SCIP development process, Montana identified the following two goals:

- 1. Vehicle by which agencies, stakeholders, and users participating in the Interoperability Montana (IM) Project, plan for an integrated system of management and implementation.
- 2. Ensure a place at the table for relevant agencies and users that formalizes equality in decision-making.

Urban Areas

Overview of the Urban Areas in the State and to what extent they are mentioned in the SCIP

Montana's SCIP identifies its 2006 Metropolitan Area (City of Billings/Yellowstone County) as the designated Urban Area within the State that developed Montana's Tactical Interoperable Communications Plan (TICP) and provides TICP point of contact (POC) information. The SCIP does not describe the specific needs of the Urban Area; however, the SCIP does describe that Montana intends to address the identified needs of all eight regions (consortia), including the consortium that includes this designated metropolitan area.

The State's governing body, the Interoperability Montana Project Directors (IMPD), lists as its fifth priority for interoperability projects over the next year to "examine the TICP recommendations for Billings and develop a strategy and a plan for addressing the recommendations." The TICP recommendations include:

- Expand participation in its decision-making group.
- Execute formal agreements among participating agencies to include Federal, State, and tribal agencies.
- Expand multi-disciplinary participation to develop standard operating procedures (SOPs).
- Ensure that all participating first responder agencies attain and maintain National Incident Management System (NIMS)/Incident Command System (ICS) compliance.

Governance

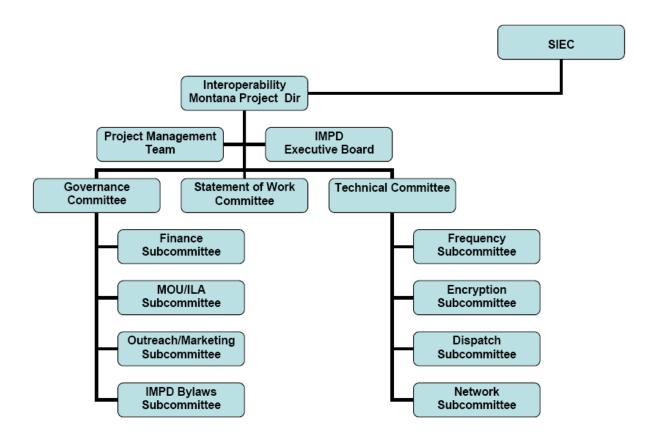
Overview of the governance structure and practitioner-driven approaches

The Montana SCIP primarily addresses the IM Project, and the governance structure explained in the SCIP focuses on the IM Project as well. Montana's Homeland Security Strategic Plan calls for the establishment of a Montana-wide interoperable communications public safety system. By Executive Order 12-04, Governor Martz established the Statewide Interoperability Executive Council (SIEC), which replaced the Montana Public Safety Communications Council for strategic-level interoperability policy and coordination. The SIEC provides policy-level direction for matters relating to planning, designing, and implementing guide lines, best practices, and standard approaches to solve Montana's public safety communications interoperability problems.

On May 24, 2005, the IMPD Executive Board was formed to establish and conduct interoperability programs at the operational level and is composed of Project Directors from the nine consortiums organized throughout the State. Governor Schweitzer continued the SIEC by Executive Order 38-061 on September 7, 2006, with the appointment of 10 voting and nine ex-officio members. The IMPD, under authority of the SIEC, is continuing as the operational entity moving forward with planning and implementation of interoperable communications in Montana.

A memorandum of understanding (MOU) was signed in November 2005 to form the IM Project. Supporting the IM Project are multiple partners at the Federal, State, local, and tribal levels. Montana's interoperability governance structure consists of eight regional consortia and one mobile data consortium consisting of representatives from Montana's 56 counties and seven Indian Nations. The nine consortia (Interstate-15-90 Corridor, Big Sky 11, Central Montana, Eastern Tier, Northern Tier, South Central Montana, Tri-County and the Western Interoperability Consortium, and Mobile Data Terminal) and three State agencies (Highway Patrol, Department of Transportation, Department of Natural Resources and Conservation) are addressing public safety communications needs for planning and infrastructure development. An Interlocal Government Agreement has been entered into by the counties and tribes to establish each regional Interoperability Consortium.

The diagram below demonstrates how communications interoperability governance functions in Montana. The SIEC provides strategic vision and direction and the IMPD Executive Board, along with the project management team, provides operational systems planning and procurement for the IM Project.



A single POC to serve as the interoperability coordinator has not yet been identified by the IM Project. The executive officer and management team is being defined by the Interoperability Montana Governance Committee (IMGC) and it will make a recommendation to the IMPD in the near future. The roles and responsibilities will be defined for the POC and all other staffing needs as a result of this process.

The interim POC that can be reached for questions regarding the SCIP is:

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Governance Initiatives

The following table outlines the strategic governance initiatives, gaps, owners, and milestone dates Montana outlined in its SCIP to improve interoperable communications.

Initiative	Gap	Owner	Milestone Date	Status (Complete, In Progress, Not Started)
Define and implement a permanent organizational structure to establish authority for a statewide emergency communications system.	Previously, the IM did not have legal authority to conduct business in Montana.	IMGC	November 2007	Completed – A permanent organizational structure has been established. The Interoperability Montana Project

Initiative	Gap	Owner	Milestone Date	Status (Complete, In Progress, Not Started)
				Directors is an incorporated Association of Governments.
Identify committed sources of funding or a process to determine current local government levels of contributions to emergency communications by county departments.	Not explicitly stated.	IM Finance Committee	January 2008	In Progress – This process has been initiated through the Governance Committee; however, significant additional work needs to be done. The Finance Committee has established an annual budget.
Develop a plan to administer the new interoperable system.	Not explicitly stated.	IM Finance Committee	An Executive Director will come on board in November, 2008.	In Progress – A proposal to have the IEC grant fund a statewide system administrator has been submitted. In addition, an Executive Director is in the process of being hired.
Research current revenue sources and funding levels of local government emergency communications systems for IMGC to utilize as baseline data as part of the statewide planning process.	Not explicitly stated.	IM Finance Committee	November 2008	In Process – This is a priority item for the IM Finance Committee, but has not been initiated due to staffing limitations. A draft Sustainability Plan is in process with a Nov. 2008 draft release date.
Examine the TICP recommendations for Billings and develop a strategy and a plan to address the recommendations.	Not explicitly stated.	IM Governance Committee.	Not explicitly stated.	In Progress – Discussions with the Big Sky 11 consortium are ongoing. A formal plan integrating Billings into the IM system is not yet complete; however, PSIC grant monies are begin devoted to extend IM communications infrastructure to the Billings region.

Overview of the shared interoperable communications-focused SOPs

The Statewide Mutual Aid Handbook for Montana was written in 1990 and last revised in June 2005. It provides the basis and foundation that guide the development of SOPs in the State and will be revised into new SOPs as regions and agencies become a part of the new system.

The IMPD will develop SOPs through a to-be-determined SOP Subcommittee of the proposed IM Operations Committee. The SOP Subcommittee will work with the IM Technical Committee (IMTC) to review SOPs, which will then be submitted to the IMPD for approval.

The Mutual Aid Handbook for the State is NIMS compliant. Montana also ensured that the review process for new agencies and counties will be reviewed by the to-be-determined IMPD SOP Subcommittee. The SOP Subcommittee will also ensure that SOPs across the State are consistent with the Mutual Aid Handbook Guidelines and remain NIMS compliant.

SOP Initiatives

The following table outlines the SOP strategic initiatives, gaps, owners, and milestone dates Montana outlined in its SCIP to improve interoperable communications.

Initiative	Gap	Owner	Milestone Date	Status (Complete, In Progress, Not Started)
Establish a SOP Sub committee to develop NIMS compliant SOPs and ensure compliance with Montana's Mutual Aid Handbook.	Not explicitly stated.	IMPD	Formalized in July, 2009	In Process – A SOP subcommittee has been formed. A planning conference will be held on October 21, 2008 to incorporate NIMS and IM SOPs into the 2009 update of the Mutual Aid Handbook.
Provide a standardized SOP template for all jurisdictions participating in the IM Project.	Not explicitly stated.	IM SOP Subcommittee	Not explicitly stated.	In Process – through the SOP subcommittee.
Review all local jurisdictions' interoperable communications SOPs to ensure interoperable capability for Federal, State, local, tribal, and mutual aid communications.	Not explicitly stated.	IM SOP Subcommittee	Not explicitly stated.	Not Started – This work is being planned through the SOP subcommittee.
Review, approve, and update interoperability SOPs and resolve disputes between participating agencies on local consortium and agencies specific SOPs.	Not explicitly stated.	IM SOP Subcommittee	Not explicitly stated.	Not Started – this initiative will be planned through the SOP subcommittee.
Develop radio programming templates to standardize programming.	Not explicitly stated.	IMTC/ IM SOP Subcommittee	To begin Fall, 2008	In Process – The Fleetmapping subcommittee is currently working on this and an initial workshop is scheduled for Fall

Initiative	Gap	Owner	Milestone Date	Status (Complete, In Progress, Not Started)
				2008. In addition, IEC
				grant monies have
				been proposed to fund
				additional fleet-
				mapping workshops.

Technology

Overview of the technology approaches, current capabilities, and planned systems

State and local governments in Montana almost exclusively use the very high frequency (VHF) 150-174 megahertz (MHz) high band and operate in the analog conventional mode, with some Project 25 (P25) trunking being introduced as part of the IM Project. There is no use of VHF low band or the 700 MHz band, although the State holds a license on the 700 MHz State channels. The City of Billings holds the only 800 MHz license in the State for three conventional channels and a 15-channel aging and proprietary trunked system. The State also has licenses for a 41-site ultra high frequency (UHF) trunked system.

With the advent of digital technology, the IM Project is beginning the conversion of State and local public safety agencies to VHF P25 trunking. Lewis and Clark County, location of the State capital, installed the first system and the IM Project licensed additional systems in Choteau, Flathead, Glacier, Hill, Lake, Liberty, Phillips, Pondera, and Valley counties. In addition, other counties (Beaverhead, Cascade, Deer Lodge, Gallatin, Jefferson, Judith Basin, Missoula, Pondera, Powell, Sanders, and Teton) have licensed their own VHF trunking systems as part of the IM Project. The State has a no-cost sharing agreement with the U.S. Department of the Interior for radio channels, sites, and system access.

Operability is a challenge in this almost entirely rural State, with significant amounts of dated equipment still being used by emergency responders. There is heavy reliance on volunteers to serve as firefighters, reserve police officers, and sheriff's deputies; and participate in search and rescue missions, which are vital in Montana with its extensive mountainous areas. Outside of the few metropolitan areas, all firefighters in Montana are volunteers.

The State addressed the issue of interoperability nearly two decades ago, developing a VHF conventional shared channel interoperability plan that is used daily across the State. This ICS-based plan is widely cited as a national best practice and model.

The primary effort to improve both interoperability and operability in Montana is the IM Project. With support of the SIEC, Federal, State, local, and tribal governments are working together to: (a) assess voice communication needs; (b) define an appropriate radio system based on user-defined requirements, national standards, and current available technology; and (c) implement the system in a phased approach, sharing basic infrastructure and costs among Federal, State, local, and tribal governments.

Concept Demonstration Projects (CDPs) are mostly complete in two regions: CDP1 for the Southwest Interoperability Project (SWIP) in Lewis and Clark County and CDP2 for Northern Tier Interoperability Project (NTIP), which includes 12 counties and four Tribal Nations along the Canadian border. When completed in Fall 2008, CDP1 and CDP2 together will provide a single public safety communications system serving 13 counties and four Indian Nations with integrated, interoperable communications along Montana's 550 mile border with Canada.

Statewide data interoperability is governed in conjunction with the IM Project by a separate Data Consortium termed the Mobile Data Terminal Consortium (MDTC). The MDTC is comprised of the following State and local government jurisdictions: Butte-Silver Bow County, Cascade County, City of Belgrade, City of Bozeman, City of Great Falls, City of Helena, Gallatin County, Lewis and Clark County, Yellowstone County, and the Montana Highway Patrol. The purpose of the MDTC is to manage, operate, and maintain a multi-county mobile data communications system. The system is being built out statewide on the backbone. Currently, the IMTC is exploring what spectrum (UHF or 700 MHz) would ultimately best serve Montana. In addition, the MDTC is allowing Federal, State, local, and tribal law enforcement agencies and emergency response personnel to receive mobile data communications services. Meeting since mid-2004, this consortium has the capability to set fees and build out statewide MDTC infrastructure.

State and local agencies maintain mobile conventional repeater systems to use in fires and other emergencies, as well as for backup. Backup systems in Montana are used to restore connectivity in the event of a major disaster and consist of multiple caches of spare boards, routers, repeaters, and maintenance parts for key radio and microwave sites. These backup systems include Public Safety Interoperable Communications (PSIC) grant requests for two Emergency Spare Kits for the Master Controllers, acquisition of three regional radio Rapid Response Maintenance Packs, and three microwave site Rapid Response Maintenance Packs. The IM Project is being designed and implemented with a number of backup systems, failsafe mechanisms, and redundant backup modes that will allow quick recovery during catastrophic events. The microwave system is designed and employed in a hot-standby configuration and is configured in a space diversity or loop configuration. The voice radio system itself is designed with several failsafe modes. If regional trunking capabilities are lost due to microwave system failure, the site reverts to a 'site trunking' mode. If this mode is lost, each of the repeaters returns to a conventional mode. This design limits the extent of communications failures.

The following tables list the major systems in Montana and include those used solely for interoperable communications, large regional systems specifically designed to provide interoperability solutions, and large wireless data networks.

State System Name	Description	Status
IM System	Statewide trunked/conventional hybrid	In progress; the SCIP includes a high-
	P25 system to be made available to all	level plan for build out and expansion of
	Federal, State, local, and tribal	the system.
	responders in Montana.	

Regional System Name	Description	Status
Billings	Aging, proprietary 800 MHz trunked system; the only 800 MHz public safety system in the State.	Existing; the Billings area is currently considering joining the IM Project and migrating to VHF P25 trunking.
CDP1: SWIP (Part of IM System)	Started in 2002, this is Montana's first VHF P25 system implemented in Lewis and Clark County, location of the State capital.	Existing; System is complete and operational, supporting more than 1,400 daily users.
CDP2: NTIP (Part of IM System)	Started in 2004, this is Montana's second VHF P25 project, being implemented in a region along the Canadian border that includes 12 counties and four Tribal Nations.	Significant portions are complete and operational in 2007 with full completion scheduled for Fall 2008.

Technology Initiatives

The following table outlines the technology strategic initiatives, gaps, owners, and milestone dates Montana outlined in its SCIP to improve interoperable communications.

Initiative	Gap	Owner	Milestone Date	Status (Complete, In Progress, Not Started)
Inventory current assets and complete entry of data into the Communications Asset Survey and Mapping (CASM) tool.	Not explicitly stated.	Not explicitly stated.	September 2010	In Process – Resources to complete this will be in place during the Fall of 2008.
Complete implementation of CDP2.	Montana's second VHF P25 project being imple mented in a region along the Canadian border.	Northern Tier Interoperability Consortium, SIEC, and IMPD	Fall 2009	In Process – Major portions of the Northern Tier microwave backbone are complete and radio system testing has begun.
Complete implementation of Phase 1 of the IM Project to close several "rings" of microwave backbone across the State, as well as provide new P25 conventional and trunked capabilities for a number of additional counties, tribes, and jurisdictions. More than 40 percent of Montana will be covered by the IM System Phase 1.	Statewide operability and interoperability.	SIEC and IMPD	2010	In Process
Complete implementation of Phase 2 of the IM Project, which will build out the State's interoperable radio system into the counties, Indian Nations, and jurisdictions not covered by Phase 1.	Statewide operability and interoperability (for areas not covered under Phase 1).	SIEC and IMPD	All emergency responders to be migrated by 2013, with the system fully operational by second quarter 2014.	In Process – Progress is very dependent on future funding.
Complete implementation of Digital Microwave Backbone Connectivity Project to connect microwave in NTIP with existing microwave in the South Central Consortium in southern Montana.	Digital connectivity between Helena and Billings.	IMTC.	Summer 2010	In Process – This project is scheduled to be completed with a PSIC- funded initiative.
Complete implementation of the Digital Microwave Backbone Southwest Loop Project to connect the Master Control Site in Helena to Butte, Bozeman, and southwest regions of the State.	Digital connectivity between Interstate 15/90 Corridor and the South-Central Interoperability Consortia.	IMTC.	Summer 2010	In Process – This project is scheduled to be completed with a PSIC- funded initiative.

Initiative	Gap	Owner	Milestone Date	Status (Complete, In Progress, Not Started)
Complete implementation of STR Project to invest in pre-deployment equipment that could be rapidly set up in the event of a disaster.	Portable communications site trailer and spare parts cache for system support	IMTC.	Summer 2010	In Process – This project is scheduled to be completed with a PSIC- funded initiative.
Develop Radio Programming templates.	Design uniform standard for mutual aid talk groups and labeling	IMTC Standards Subcommittee	Summer 2009	In Process – this work is being accomplished with the Fleet Mapping sub-committee.

Training and Exercises

Overview of the diversity, frequency, and inter-agency coordination of training and exercises

Montana's IMPD, along with Federal and State agencies and local jurisdictions, are responsible for ensuring that the training needs of the users and consortia are met in accordance with regulatory requirements. The SOP Subcommittee will identify and coordinate training and exercise needs. Their coordination will require a cross section of agency levels, span the disciplines, and involve the law enforcement and fire academies.

Training

Montana carries a budget for training and the first statewide training plan, a part of the NTIP CDP, is in development. NTIP's system is expected to be operational in Fall 2008. The training plan takes a "train-the-trainer" approach, making the first class of trainees also trainers when they return to their jurisdictions and agencies.

Montana intends to use the Communications Unit Leader (COML) training curriculum upon its completion and distribution by the NIMS Integration Center. Once the NIMS Integration Center provides certification requirements, this curriculum will form the basis of future certificated training.

Exercises

The Homeland Security Exercise and Evaluation Program (HSEEP) is being used to coordinate statewide and local exercises. HSEEP will be used to guide the users of Montana's interoperable systems and ongoing maintenance of State and local exercise plans.

Training and Exercises Initiatives

The following table outlines the training and exercises strategic initiatives, gaps, owners, and milestone dates Montana outlined in its SCIP to improve interoperable communications.

Initiative	Gap	Owner	Milestone Date	Status (Complete, In Progress, Not Started)
Begin statewide funded and supported training when the IM System is operational.	Not explicitly stated.	NTIP	Summer 2008	In Process – A comprehensive, 12-page training plan is presented in Appendix B of Montana's SCIP, which explains Montana's training plans. Some training has begun along the Northern Tier.
Continue to use the Homeland Security EXERCISE and Evaluation Program (HSEEP) for planning, coordinating, and executing exercise and evaluation processes on various levels.	Not explicitly stated.	Various jurisdictions across the State.	Fall 2010	Not Started – HSEEP will be used in conjunction with State and local exercise plans.
Conduct COML Unit Training with Communications Unit Leaders.	Not explicitly stated.	IMPD Operations Committee	Fall 2010	Not Started – The Business Practices and Fleetmapping subcommittees will be addressing this issue.
Work with each of the disciplines for subscriber user training to ensure that entry level and refresher training will meet the certification requirements.	Not explicitly stated.	IMPD Operations Committee	Fall 2010	Not Started; however, plans are described in Appendix B of Montana's SCIP.
Identify additional training needed and the responsible parties for delivering the training.	Not explicitly stated.	IMPD Operations Committee	Fall 2010	Not Started; however, plans are described in Appendix B of Montana's SCIP.

Usage

Overview of the testing of equipment and promotion of interoperability solutions

Montana's approach to usage centers around the IM shared systems approach. This approach allows users to interoperate on a daily basis as needed and whenever needed, to enhance their ability to deliver service. Such use of communications equipment and system on a daily basis ensures interoperability is second nature during a significant natural or man-made catastrophic event.

Usage Initiatives

The following table outlines the usage strategic initiatives, gaps, owners, and milestone dates Montana outlined in its SCIP to improve interoperable communications.

Initiative	Gap	Owner	Milestone Date	Status (Complete, In Progress, Not Started)
Provide a standardized SOP template for all jurisdictions to use.	Not explicitly stated.	IM Technical Committee (IMTC)	Fall 2010	In Process – SOPs for CDP#1 have been written and are in use.
Review SOPs developed by jurisdictions	Not explicitly stated.	IM Technical Committee (IMTC)	Ongoing as needed; next set to be produced and in use by Fall 2009.	In Process – The next set of SOPs will be those for jurisdictions along the Northern Tier.
Hire a System Manager for Hill County and jurisdictions east to the State border. Funds have been allocated to hire this individual	Not explicitly stated.	Hill County	Fall 2010	In Process – Plans are underway to hire a system manager to cover the eastern section of the Northern Tier.
Hire a Statewide System Administrator who will provide technical support for the entire IM system	Not explicitly stated.	IMPD	March 2009	In Process – A proposal to hire a system administrator has been submitted as part of the IEC Grant Program.